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Joint Secretary to the Department of Science and Art.

*Marlborough House, August 19, 1854.*

HAVING been desired by Her Majesty's Government to consider the general principles of the Report made by Sir Charles Trevelyan and Sir Stafford Northcote on the organization of the permanent Civil Service, and the improvements which might be made in the existing arrangements for making the first appointments, and for promoting the subsequent efficiency of persons appointed to the Civil Service of the country, I have prepared the following brief observations, the scope of which refers more particularly to the importance of an examination before appointment than to the mode of appointment after examination or to subsequent promotion in the Civil Service.

1. The aim of the general principles laid down in the Report is to ensure the appointment of competent persons, and to encourage their exertions after appointment, so that the public may derive the fullest benefit from their service.

2. At the present time no one would publicly dispute the propositions that competent persons only should be appointed to the Civil Service; that the most perfect securities should be taken to secure competency; and that the greatest encouragement should be given towards enlisting the best energies of the officers as long as they hold their appointments. The practical working of the present system proves, notwithstanding, in too many instances, that public services are far less efficient and more costly as a whole, though often underpaid in particular cases, than like services under private administration. If the management of any public office of account be compared with that of any large merchant's counting house, banking establishment, or warehouse, I believe it will appear that in respect of punctuality, promptitude of action, simplicity, accuracy in the accounts, style in the forms of registration, and cost of management, the advantage is greatly on the side of the private establishment. The highest statesmen have often admitted the inferiority of Government

Superiority of private over public administration.



administration as notorious. The Marquis of Lansdowne in 1847 declared it to be "universally admitted that " Governments are the worst of cultivators, the worst of " manufacturers, and the worst of traders."

Reasons for  
this.

3. It probably must ever be so, for whilst in the public service reward for exertion is far less sure than in private work, so in public work there is virtually little penalty paid for mistakes. On the contrary, in private administration the penalties of failure are instantly felt; and until means are found greatly to quicken responsibility, it seems to me hopeless to render public administration as efficient as private.

Efficiency to be  
found in con-  
tracts.

4. Should it be possible to introduce the principle of contracts for the performance of at least the more mechanical and common-place kinds of public duties, we may hope to see some inherent defects removed, and to obtain more of that efficiency which is found in private administration; and perhaps it might be worth trying the experiment of administering the details of some public office by means of a contract with its chief executive officer. Any extensive adoption of a contract system, however, seems at present impracticable; but the admitted want of a responsibility equal to that secured in private agency, renders it all the more necessary to take every security for the appointment only of the most competent persons, and to make it their interest to perform their duties in the best way.

5. The earliest problem therefore to be solved for improving public administration appears to me to be how to secure the services of competent persons.

Preliminary  
examinations  
recommended.

6. The Report on the Civil Service proposes to adopt, as a principle, preliminary examinations before entering the public service, and my personal experience of the great utility of the examinations which have been adopted in my own department leads me to agree entirely that this principle is sound and likely to furnish the most effective antidote to the mischiefs of patronage. Indeed, looking only to the interests of the public service, should an inflexible rule be established that none but persons proved to be competent are eligible for appointment, the *mode* of appointment seems to me a subordinate point.

Examinations  
adopted in the  
Department of  
Science and  
Art.

7. The advantages of preliminary examination before appointment have been signally proved by the great success which has attended the present system of appointing masters to Schools of Art. In 1852, for the first time,



a rule was made by the Board of Trade that no master should be appointed to any School of Art who did not pass a precise and satisfactory examination. Before this time, under the late system of the schools of design, candidates frequently sought these appointments by the usual means. An unsuccessful artist or drawing master submitted testimonials from persons having parliamentary or other interest with the Government; no proof was required that the candidate could teach a class, or possessed the special requisites for conducting a school. The specimens of his works, which the candidate submitted, often proved that he was unable to execute the standard examples used in the schools of design, and that he was scarcely acquainted with the system of instruction. At one period so many masterships were held by persons afflicted by some bodily infirmity, that a regulation became necessary, and was passed, by which lame or deformed candidates were declared ineligible. The working generally proved that all candidates who brought the strongest parliamentary patronage turned out the worst masters. As soon as the Department of Practical Art had been constituted, its first printed document imposed on all candidates the necessity of undergoing a systematic examination. The immediate effect of this regulation was to clear the field of many incompetent candidates. Since it has been in force, several applications have been urgently pressed on the department, but without effect. There has been one especial instance of a drawing master who has brought every species of influence to bear, in order to obtain a mastership for himself, but he has always hesitated to submit even his works to the preliminary examination. Every candidate is required to fill up the accompanying form (Appendix No. 1 and 2), and to produce the works named in it. If these are satisfactory, he is passed into the training class, and afterwards he may come up for the appointed public examination (Appendix No. 3). Thus a course of complete examination has been gradually matured which has been found highly efficient. Examinations take place twice in the year, and certificates are granted for various stages of competency; and no master is recommended for appointment who has not passed the first stage satisfactorily. The candidates assemble in a large room, and are required within specified periods, usually of two hours, to answer written questions; to solve certain problems in geometry and

The system of  
examinations  
pursued.



perspective, and to execute certain drawings and paintings. They are also required to teach a class of students. The first certificate, which *all* must obtain, involves the knowledge, the actual practice and power of teaching practical geometry, perspective, free-hand drawing, and elementary colouring. Between June 1852, when the first certificate was granted, and June 1854, twenty-seven candidates had been examined and received appointments to Schools of Art, and of these, only one has subsequently failed, not in consequence of incompetency, but infirmity of temper. In August 1854 the complete system came into operation, and twenty-seven out of thirty-six candidates for the first certificate passed the requisite examinations. As respects promotion from one school to another of more importance, the practice has been to declare the vacancies, and invite all the masters to become candidates, and then to promote him who has succeeded best with his former school, and at the same time is able to submit the best proofs of his own executive ability.

Results.

Probation after appointment.

8. The Report on the organization of the Civil Service, besides proposing the establishment of a proper system of examination before appointment, recommends that, before the appointment is confirmed, the candidate should be subjected, as at present, to a short period of probation. In the necessity of these arrangements, which really show only common prudence, I fully concur. This course is more or less followed by all persons in the transaction of their own business, and I apprehend it will not be seriously maintained, even by the opponents of the proposed reform, that Government is not free to adopt those securities for the management of its business which are free to every individual. To carry out this examination it is recommended that a *Central Board* should be constituted for conducting the examination of all candidates for the public service whom it may be thought right to subject to such a test. The examinations are to be periodical at stated times, to be entirely open, and to be held in various parts of the United Kingdom.

The preliminary examinations should be conducted and certificates given by public institutions and not by a central Government Board.

9. It appears to me that this mode of examination, which is avowedly a preliminary step only, would be partial and imperfect, not be the most effective or economical process for obtaining the result, and that it is liable to objection as having too great a tendency to centralization. I am of opinion that instead of constituting any *Central Board* to conduct the *first* examination, it would



be preferable to invite the existing institutions throughout the country to undertake this work, and themselves to give certificates of the candidates' proficiency. These certificates would have different degrees of value, comprehending groups of subjects of *general* rather than technical or special knowledge, and should be arranged so as to meet the circumstances of the varieties of attainments required from officers of the Civil Service. These may be classed as messengers, excisemen, lockers, weighers, letter carriers, &c., clerks of various kinds, such as copying clerks, corresponding clerks, the higher class of clerks in the chief departments, India writers, accountants, &c. In my opinion *all candidates* for the Civil Service without exception should be subjected to examination before appointment, in order to prove that they possess a knowledge of the English language, the ability to speak it and write it grammatically, a good handwriting, and the power of drawing elementary forms accurately, now becoming a part of national education and taught in parish schools, together with an acquaintance with arithmetic as far as decimals. These qualifications should be required from all candidates whatever may be the office sought, whether that of a messenger, letter carrier, or an India writership, but would not be exacted from individuals who may be invited by Government to fill staff appointments. It must not be assumed that these are ordinary qualifications; many speak and read badly, write and spell badly, but few, very few, do so well. Legible penmanship, as Lord Palmerston not long since officially reminded the Council on Education, is not a common acquirement, and it is only necessary to listen to the next conversation or public debate to witness how rare is a correct knowledge of the English language. An examination in these primary generalities I believe would exert a wholesome and useful influence even on the highest class of schools in this country. In most of them it would require some preparations to enable their managers to state on their authority and public responsibility that youths educated by them had satisfactorily proved their knowledge of these things.

10. I would suggest that these certificates or diplomas should be received from a very wide range of schools and institutions having a recognized *public* character, collegiate schools, grammar schools, training schools, schools under

Subjects of the preliminary examinations.

Certificates to be given by public schools and institutions.



inspection, mechanics' institutes, &c., and the stimulus they would receive from exercising the privilege would be extremely useful to themselves. As they exist throughout all parts of the kingdom, there would be every reasonable facility for examination. A person self-educated, or one educated at a private school, could have no difficulty in obtaining a certificate of competency from them.

Examination in public.

11. Precise forms, in which the certificates should be drawn up would have to be prepared and circulated, and these should also include a certificate of the moral and physical qualifications of the candidate. The mode of examination would have to be suggested, but it is sufficient at present to say that all candidates should be required to read and write the English language, draw, and cipher, in a public examination, and the public would be the best witnesses of the fairness of the certificate.

Beneficial influence of the certificates on local government.

12. It might be expected that the influence of such a system would reach not merely candidates for Government Civil Service, but all who sought public local employment. The late census shows that, whilst there are 37,698 men in the Civil Service of the nation, there are 29,785 in offices of local government, and 3,708 are officers of the East India Government residing in Great Britain. It might be expected that after a time it would be hardly possible to seek any public employment even of the lowest kind without possessing such a certificate, whereas a certificate from the central Government, as proposed in the Report, being applicable only to candidates for the Civil Service, would I conceive be much more limited in its influence.

13. Besides reading, grammatical writing, and spelling of the English language, penmanship, arithmetic, and elementary drawing, which proves the accurate knowledge of form, there would be many other subjects for which certificates of general competency might thus be given, such as ancient and modern languages, mathematics, the applied sciences, &c., but it is not necessary at present to enter into further details. Of the absolute necessity of the primary subjects which I have proposed there could be no dispute.

Opposition to preliminary

14. It has been seen that opposition to the proposed Central Board of Examiners has been raised by those who



are interested in the existing system of patronage,\* but I feel sure that if the initiatory examinations could be made the work of the people themselves rather than of any central Government agency, the popular interests and sympathies of the whole country would be enlisted in them, and that all opposition to a system of preliminary examinations would be speedily vanquished. Whilst I am satisfied that the incidental benefits to general education and the public service would be great from *any* system of examination, I conceive they would be greatest under that which was most popular.

15. Having secured this preliminary examination, I should then propose that candidates for Civil Service, holding certificates, instead of being passed into some Government office on probation, should be required to enter a training institution or examination department for official work, to be established in London, Dublin, and Edinburgh. In this department the candidate would have to undergo a thorough testing of his preliminary certificate, his attainments, pretensions, and moral qualifications, and learn something of the discipline and routine which are common to all departments of the Civil Service. Each class of candidates should be required to prove their ability and aptitude for executing those simpler kinds of work, such, for instance, as keeping a register of correspondence or books of account, making the *précis* or translation of a despatch, auditing an account, &c., which are common to most public offices.

Institutions for special training for the Civil Service suggested as in Church, Army, Navy, Law, Physic.

16. It must not be hastily assumed that official system and management could only be learned or tested in an office itself; it might as well be said that arithmetic could only be learned in a counting-house. It is a fact, that the management of public offices has yet to be properly systematized in detail; a necessity which would be proved if a comparison were made of the modes in which correspondence is received and registered in different public offices. At present, even such registration is often pretty much a matter of chance. Such a training institution would exercise a useful influence in improving the transaction of public business. It is possible in each and all

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\* "Had not a long course of elective corruption blinded the constituencies to its true import, and given members an instinctive antipathy to any method for curtailing the means of corruption, such a measure would have been hailed with applause."—*Times*, August 11, 1854.



Lectures to  
candidates for  
the higher  
appointments.

kinds of official work to do it ill or well. General formulas for performing it well might be established, and the candidates exercised in carrying them into effect. Candidates for the higher class of appointments might be required to attend courses of lectures on subjects having especial bearing on the Civil Service, such as modern history, modern languages, public revenue, how it is obtained, collected, distributed, accounted for and audited, international law, political economy, &c.

Fees to be paid  
by candidates.

17. I should propose that there should be fees for entrance to these institutions, to be proportioned to the grade of the office for which the candidate applied, and the period during which he should be required to remain. These fees should be at such a rate as to make these institutions self-supporting. The expenses must be borne by the State, or by those who derive the immediate personal benefit from them; and I believe the action would be more healthy if the institution were self-supporting than if it were maintained by the State. Indiscriminate admission would entail a great waste of cost and labour on the public, whilst the necessity of paying a fee would deter that very class of candidates from seeking admission which is the least desirable. If it should be objected that it would be a hardship to put the candidate for a letter carrier's or a messenger's office to the cost, say of 20*l.* for travelling, residence, and fees, I answer, that if a man has no means of commanding 20*l.* in order to obtain an employment for life, he is *primâ facie* an ineligible candidate; the public themselves generally require a much larger investment of capital for putting a child as an apprentice to a mechanical trade.

Proposed  
institutions to  
be self-sup-  
porting.

18. The successful working out of this, or indeed any plan, depends altogether on its details and their judicious administration. It is not prudent to theorize too much on details beforehand, but, having settled a sound broad principle, rather to establish them by cautious practice and experience. And I am of opinion that as any system of examination must be experimental, the fewer rules that are made beforehand the greater will be the chances of ultimate success.

19. It appears to me that until the first object is accomplished, namely, that of producing a supply of competent candidates and limiting the selections for appointments wholly to them, any material changes in the present system of making the actual appointments might



be postponed. I believe the mere limitation of choice to competent candidates would work immense reform.\*

20. The only other improvement which I strongly recommend, until a system of examination is matured and in action, is that *all* public departments should be required to report to parliament annually a summary of their proceedings. Most of the departments recently created do so; but I would make it obligatory on all. The reports need not be bulky, they would economize the cost of many parliamentary returns, and save some parliamentary inquiries. They would be of great public interest, especially those relating to the Customs, Post Office, Public Works, and Excise. It is my conviction that one of the most active securities for obtaining good public administration is to be found in subjecting it to the most complete and frequent public scrutiny.

All public departments should report their proceedings annually to Parliament.

## APPENDIX.

### No. 1.

*Department of Science and Art, Marlborough House, London.*

#### MASTERSHIPS IN SCHOOLS OF ART.

1. With a view to prepare students for masterships in local schools of art connected with the department, a normal school has been formed at Marlborough House, Pall Mall, London, in which instruction is afforded in general and ornamental art and methods of teaching, together with courses of lectures on various subjects.

2. Candidates who show a sufficient degree of competency are admitted to the normal school without payment of fees.

3. If the candidate has been educated in one of the schools of art connected with the department, is in some degree acquainted with the system of instruction adopted therein, and proves him-

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\* Of course all subsequent measures should tend to elevate the status of the Civil Service and give it a professional *unity*. As a first step towards this, I would recommend that the whole of the Civil Service should be divided into classes, and that the remuneration of each class or rank, as in the army or navy should be made uniform.



self competent to teach a parish school—he will be appointed, as vacancies occur in the class, to receive a personal allowance of 1*l.* per week, during the period of his training.

4. When capable of conducting a school of art himself, and desirous of qualifying for a high class certificate, the candidate is sometimes allowed to remain in the training class for a period not exceeding two years, with an allowance of 1*l.* 10*s.* per week, a portion of the time being devoted to giving instruction in the metropolitan district schools.

5. Candidates seeking admission to the normal school are required to fill up the accompanying form—and to forward it, together with the works specified below—addressed to the Secretaries at Marlborough House.

6. As each course of instruction is arranged to commence with the session, candidates can only be admitted in March and October.

7. The form of application properly filled up, must be forwarded, in or before the second week in February and the second week in September in each year, together with the works which are to accompany it, unless the works are included among those of the students of the various schools of art sent up for inspection and exhibition in the spring or autumn, in which case the candidate may send his application separately from his works, and refer to those exhibited as proofs of his competency.

8. The following works will be required from each candidate, to which may be added any others considered by himself as evincing his further proficiency.

- No. 1. A sheet containing not less than ten plane geometrical figures drawn by means of instruments, and a written description of the methods used in their construction.
2. Two sheets of diagrams of linear perspective, one of superficial forms lying on the ground plane, and one of solid forms.
3. One example of outline from the cast.
4.       "       of shading from the cast.
5.       "       of drawing from solid models, being some objects shaded.
6.       "       of the figure in outline from a copy.
7.       "       of foliage outlined from nature.
8. A coloured copy of the diagram illustrating the harmonious relations of colour, published by Chapman & Hall, 193, Piccadilly, for 9*d.*

HENRY COLE,  
LYON PLAYFAIR, } *Joint Secretaries.*

Marlborough House, Pall Mall, London.

For particulars relative to the advantages held out to certificated masters by the department, candidates are referred to "Directions for conducting schools of art," Art. 55, &c.



## No. 2.

*Department of Science and Art, Marlborough House, London.*

CANDIDATES FOR MASTERSHIPS—(Form of Application).

1. Name of applicant - - -
2. Address - - -
3. Age - - -
4. Where, under whom, and how long he has studied ornamental art? - -
5. Has he been a student of the Royal Academy; if so, in the antique school, or the school of the living model? -
6. Present occupation - - -
7. Has he been engaged in teaching? -
  - (a) Where? - - -
  - (b) How long? - - -
  - (c) Where is the greatest number of pupils he has had at one time? -
8. Names and addresses of three referees for respectability and moral conduct -
9. Has he sent up the eight drawings required? -
10. Specify any other works that accompany the application—and their number -
11. Date of application - - -
12. Date when the works were received—and by whom received - - -
13. Date when passed into the class of training masters - - -

*Signature of Head Master* \_\_\_\_\_

It is indispensable that applicants fill up this form as far as No. 11 correctly and neatly.

## No. 3.

*Board of Trade Department of Science and Art.*

MASTERSHIPS IN SCHOOLS OF ART—(Course of Examination for Certificates).

I. By a minute of the Right Honourable the Lords of the Committee of Privy Council for Trade, dated 4th March 1854, the department was authorized to adopt the system of the Committee of Council for Education, of aiding the master's income by payments graduated according to certificates of competency obtained by them, and to make such payments contingent on certain conditions attached to their appointment—(*See Instruction in Art. par. 63—73*). It has been, accordingly, determined



that the twenty-four stages of art instruction in the department shall, for the present, be divided into six groups; and that when a master has received a certificate of competency to teach any group, he shall receive the annual sum allotted to it, as long as he is engaged in teaching, under the inspection of the department, and fulfilling the necessary conditions.

The following are the groups which form the subject of certificates—

Group 1. Elementary drawing and colouring.			
Stages 1, 2, 3, 4, 5, 6, 7, 10, and 13	-	-	10l.
Group 2. Painting with examination in styles of art.			
Stages 11, 12, 14, 15, and 22	-	-	10l.
Group 3. The figures drawn and painted.			
Stages 8, 9, 16, and 17	-	-	10l.
Group 4. Modelling ornament, with examination in styles of art.			
Stages 18, 20, and 22	-	-	10l.
Group 5. Modelling the figure.			
Stages 8, 9, 19, and 21	-	-	10l.
Group 6. Technical instruction	-	-	10l.

It is hoped that as the masters attain increased proficiency, many will be entitled to receive payments equal to the allowances given by the Privy Council. The maximum aid to an individual teacher is not to exceed 50l. a year, and that sum is to be awarded only in those cases where the highest efficiency as a teacher has been obtained. A certificate for Group 1 may be taken separately; but a certificate for Group 2 must be taken after No. 1, and the certificate for Group 3 after 1 and 2, and the Modelling Group 5 after Group 4.

II. The following regulations relate to the periods of the examinations, and to the nature and order of the exercises to be completed by candidates for certificates—

1. The examinations will take place at the offices of the department, Gore House, Kensington, in the third week in February and the third week in July in each year.
2. Candidates who are desirous of passing such examinations must forward their names, together with the requisite works (sec. 4), to the Secretaries of the department, at Marlborough House, on or before the first week in February and the first week in July of each year.
3. They must state the group or groups for which they seek to obtain certificates.
4. Their application must be accompanied by at least one work, entirely their own production, in the ornamental section of each stage of each group for which they are candidates. One work of every successful candidate, in each stage, will be retained by the department. Works of unsuccessful candidates will be returned.



These examinations will take place before the art superintendent, assisted by any other examiners who may be associated with him. They will be conducted partly by written exercises, and partly by studies made in a given time. Each candidate will be required to teach a class in the presence of the examiners.

#### FIRST GROUP.

##### III. Candidates for certificates for the first group—

1. Must have attended the training school of the department at Marlborough House, and have obtained a recommendation for admission to examination from the head master, which must include a declaration that they have been engaged in parochial class-teaching, and have conducted such teaching to his satisfaction.
2. Must be prepared to instruct a class in the presence of the examiners in free-hand drawing, geometrical drawing, perspective or model drawing.
3. To sketch, in a given time, a group of models, placed by the examiners for that purpose.
4. To solve, in writing, questions on the harmonies of colour, also papers on geometry, and on perspective, and to colour a diagram from memory, in order to test their power of seeing tints and hues correctly.

#### SECOND GROUP.

##### IV. For the second group each candidate—

1. Must already have obtained a certificate for the first group.
2. Will be required to sketch in colour, in a given time, a group placed by the examiners for that purpose—using any medium or vehicle which the examiners may propose.
3. Will have to answer, in writing, a paper of questions, on the characteristics of styles of ornament of various historic periods.
4. Answers, in writing, will be required to a paper of questions on the proper application of ornament to various fabrics and manufactures.
5. Sketches from memory of a series of characteristics of ornament of the various historic periods.

#### THIRD GROUP.

##### V. For the third group each candidate—

1. Must already have obtained certificates for Groups one and two.
2. Will be required to answer, in writing, a paper of questions on the anatomy of the human figure.
4. In a given time to draw the bones or muscles, within the outline of an antique figure, from memory.
5. The living model will be posed for a time-study by each candidate.



6. From candidates who are students of the Royal Academy, and have been admitted to study there from the living model, this last exercise will not be required.

#### FOURTH GROUP.

VI. For the fourth group each candidate—

1. Must already have obtained a certificate for Group 1, in all the stages of that group which include drawing.
2. Will have to answer, in writing, papers of questions on the various styles of plastic ornament, and on the application of ornament to various materials, and its various modes of production, as by carving, casting, chasing, &c.
3. To sketch from memory the characteristics of the various historic styles, and in a given time to model a piece of ornament, in low relief, from a print or drawing.

#### FIFTH GROUP.

VII. For the fifth group each candidate—

1. Must already have obtained the certificate of the department in Group 1, as limited in sec. vi. 1, and in Group 4.
2. Will be required to answer, in writing, a paper of questions on the anatomy of the human frame.
3. In a given time to make a sketch, in low relief, from a print or drawing of an antique figure; and give the anatomical details from memory.
4. The living model will be posed for a time-study by each candidate.
5. From candidates who are, or have been, students of the Royal Academy, and admitted to study there from the living model, this last exercise will not be required.

#### SIXTH GROUP.

#### VIII.

1. Certificates in Group 6 are granted on proof competency to teach—(a) Mechanical and machine drawing, and geometrical projection; (b) Naval; (c) Domestic, or (d) engineering architecture; and the special application of ornament to plastic and surface decoration for various fabrics, manufactures, and architectural purposes.
2. In general, certificates in Group 6 must be preceded by certificates in Groups 1, 2, and 3, or 1, 4, and 5,—although, in special cases, this must necessarily be modified.
3. The character of the examinations in this group, for technical knowledge, will be determined by the nature of the applications for examination, and the conditions will be declared according to the circumstances of the case.

(Signed) HENRY COLE, } Joint  
LYON PLAYFAIR, } Secretaries.

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